SHOULD A FIRE DEPARTMENT MARKET TO ITS GOVERNING BODY?

Executive Development Course

BY: James L. Christiansen Fresno City Fire Department Fresno, California

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ABSTRACT

The fire fighters of the Fresno City Fire Department, in Fresno California, have been suffering from low morale for the past several years. The cause of this demoralized condition has arisen from several years of budget reductions which have left the work force with a feeling of hopelessness and despair.

The purpose of this research project was to explore the concept of developing and implementing a marketing program directed towards a fire department's governing body, such as a city council.

The research undertaken for this project included various conclusions and opinions from both private and public sector experts and professionals. Historical and action research methodology was employed as a means to answer the four following questions:

- 1. Are there compelling reasons for marketing a fire department's services?
- 2. Should the fire service participate in the political arena?
- 3. What strategies are available to market to a target audience such as a governing body?
- 4. What are the steps to writing an effective marketing plan?

The findings of the research concluded that fire

departments should be involved with marketing their departments. Accordingly, the research revealed that fire departments should also be involved in the political arena but for reasons different from the past.

Research compiled also provided three strategies

available for marketing a target group: Undifferentiated,

Differentiated, and Concentrated. The Concentrated strategy

was recommended for the purposes of this project.

An eight-step process was identified from the literature to answer the question of what steps were necessary to writing an effective marketing plan.

Based upon the literature researched, the following recommendations are summarized and proposed as a result of this study:

- 1. Fire departments should develop and implement a marketing program for their departments as a means to attempt to obtain more consideration at budget allocation time.
- 2. Fire officials should be participating in the political arena for the purposes of betterment of the organization and the services provided.

The literature reviewed was inconclusive as to whether or not a fire department should develop a marketing plan directed at a governing body such as a city council.

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INTRODUCTION

The Fresno City Fire Department has been plagued by low employee morale for the past several years. This behavioral phenomenon has occurred, for the most part, from the downward spiraling trend of the department's operating budget. Fire fighters typically love their chosen careers in the fire service and take steps to covet the tradition and status quo. When considerable changes are imposed that challenge traditional practices, trouble lies ahead.

Employees of the Fresno City Fire Department feel a sense of hopelessness and belief that the best days of the fire service are clearly behind them. They express their future as being one of uncertainty. The results of this fact have manifested itself in decreased employee productivity, a loss of employee enthusiasm and creativity, feelings of frustration and hopelessness about their careers and the department, and feelings that fire administration is not taking active steps to lead the department in a positive direction. The latter issue causes exhaustive work for fire administration personnel through problem solving efforts and responses to employee complaints and grievances.

The purpose of this research was to develop a marketing plan that was directed at marketing the services of the Fresno

City Fire Department to the Mayor and Fresno City Council Members. The objective of the plan would be to enhance the consideration for more financial resources at budget allocation time thereby addressing the stated department problem.

Action research methodology was used to answer the following questions:

- 1. Are there compelling reasons for marketing a fire department's services?
- Should the fire service participate in the political arena?
- 3. What strategies are available to market to a target audience?
- 4. What are the steps to writing an effective marketing plan?

BACKGROUND AND SIGNIFICANCE

The City of Fresno is located in the central region of California. The city is 324 feet above sea level, primarily flat, arid, and exceptionally well suited for agricultural operations. Fresno is about midway between two of California's more well known cities: Los Angeles and San Francisco. The city is approximately 100 square miles in size, and boasts a population of 404,000.

In 1976, the voters of California sent a strong message

via the ballot box to the Legislature and those charged with the responsibility of managing government. This "will of the voters" was known in California as Proposition 13.

Proposition 13, in essence, limited the amount of property taxes that could be collected to 1% of the assessed valuation. The impact of this measure has severely restricted the funding to state and local governments, which resulted in considerable reductions in government operations.

Soon after the passage of Proposition 13 the effects were being felt at the local government level. It was common practice for several years during the budget process for fire administration personnel at Fresno City Fire Department to submit three separate budgets. The budgets submitted contained three different percentage reduction proposals: one was a 2-1/2 percent reduction, one was a 5 percent reduction, and one was a 7-1/2 percent reduction. It was not determined until near the end of the budget process which budget reduction proposal would be imposed on the department.

After twenty years of unrelenting budget reductions the department's morale spiraled into near despair. Fire personnel had witnessed the loss of the airport fire protection to a public safety group, fire inspectors were converted into "civilian" positions, dispatching services were

taken from the fire department and given to the police department, the department's twenty-year-old paramedic program was eliminated along with 19 fire fighting positions, and five chief officer positions were removed from the department's lineup. Career advancement is gloomy, and any chance for self-actualization seems almost unattainable.

The current trend in government spending is for additional police officers. This is not a local issue, but, rather one that spans most of the country. Crime rates have been climbing nationwide for the past several years and people want something done about it. Hence, a greater governmental commitment to law enforcement. The most recent example is President Clinton's Federal Anti-Crime bill.

The fact that more resources are being directed to law enforcement creates an additional strain on the already limited general fund budgets. Many fire departments currently feel their budgets are being reduced just to free resources to support the addition of more police officers. Whether this is true or not was not the subject of discussion. However, this issue created an additional concern which assisted in furthering low morale.

Numerous research papers have been submitted to the
National Fire Academy's Learning Resource Center recommending

fire departments implement some type of marketing plan. The common belief is that these types of programs will increase a fire department's chance at more favorable budgets. A considerable number of articles have been published in trade journals discussing the same subject. Most, however, focus on public education and public relations through school programs and similar venues. It is not widely known how successful these programs have been.

A serious question must be asked in regards to who approves the allocations to any given fire department budget. Is it the public, or is it the local governing body such as a City Council or Board of Supervisors? This research paper explored developing a marketing plan for a different customer: The Mayor and City Council (or a similar governing body). It provides research information on how a fire department can develop a marketing program to address this group that is many times ignored in a marketing plan.

This report fulfills the requirements to an applied research project for the Executive Development course of the National Fire Academy's Executive Fire Officer Program. This project is an application of Unit 8: Marketing in the Public Sector.

A relevant literature review was conducted for this

project with the primary objective of seeking to support or abandon the need for marketing a fire department's services.

A secondary objective was to explore marketing to a governing body. The literature reviewed spanned a broad range of authors from varied disciplines.

Marketing Defined

Marketing is defined by one set of authors as a set of activities aimed at facilitating and expediting exchanges. It entails:

Gathering information about the environment

Finding out what benefits or wants people desire the organization to deliver

Setting marketing objectives

Deciding exactly which wants, and which sections of the community possessing those wants, it is going to serve

Developing and implementing the appropriate mix of marketing activities

Evaluating marketing efforts

Adherence to the above marketing concept is implicit in the definition of marketing (Crompton/Lamb, 1986).

One might say, then, that marketing defined by the authors can simply be defined as determining the wants of the organization, setting goals and objectives to obtain the desired wants, identifying who has what is wanted, developing and implementing a few different marketing plans to attempt to

get what is wanted from those who have it, and to evaluate the results of the activities performed.

Compelling Need For Marketing

"Every morning in Africa, a gazelle wakes up. It knows it must run faster than the fastest lion or it will be killed. Every morning a lion wakes up. It knows it must outrun the slowest gazelle or it will starve to death. It doesn't matter whether you are a lion or a gazelle: When the sun comes up, you'd better be running (Magrath, 1992)."

When used as an analogy, the above captioned quotation makes two significant points regarding today's survival in the marketplace: We better be moving, and we better being moving faster than our nearest competitors.

As one further examines the captioned quotation another question surfaces in the minds of fire officials: Are fire departments a business? Or, is it important for fire officials to think as managers of businesses in the competitive marketplace? In numerous management seminars held over the past several years, fire service leaders are persuaded to think of their professions as a business (Coleman, 1988).

In the least complex term, a fire department is a service business. Fire departments operate a very expensive service

with the spiraling cost of providing staffing, acquiring expensive and highly technical fire apparatus and associated equipment, managing the increasing cost of liability and worker's compensation protection, etc. All the same things a business of similar conditions would be faced with (Coleman, 1988).

If a fire department is considered a business, then, marketing of that business should be a typical function of the fire department. In the private sector, many businesses have failed by not putting marketing at the center of their universe, where it should be (Herber, 1996).

The Aurora, Colorado fire department embarked upon a marketing program after experiencing the effects of the budget axe. Morale of department members was low, and even though administration had made marketing attempts with their limited resources, department members decided to take matters into their own hands and the results have been more than anyone expected (Toth, 1989).

The Aurora plan began with the development of a public relations committee using existing fire fighters as committee members. The first goal of the committee was to increase public awareness and pride in the Aurora fire department.

After a user study was conducted the committee learned through

a study that there was a 98 percent satisfaction rate among the 10 percent of the city's population that had used their services. The committee desired to reach the other 90 percent of the city and instill in them equal satisfaction.

After a \$12,000 commitment from the fire fighter's union, a professionally produced audio/visual program was developed. Fire fighters were trained in public speaking and how to deliver the program. Members were also trained on how to field questions from the audience.

In all, 150 hours were applied to development of the audio/visual program, and an additional 250 hours were expended by the public relations committee. In the final analysis, the response from the public far exceeded all expectations

(Toth, 1989). Now, when asked what the department can do for the citizens, the response from the public is, "What can we do for you?"

A similar success story can be found in Kenner,

Louisiana. In 1988, a progressive public relations program

was implemented. Since then, the department has received two

tax increases to run the department, and in two separate

public opinion polls the department rated a 95% approval

rating, the highest of the city departments (Zito, 1994).

Many fire departments may have become complacent and are resting on their past successes of reputation. This is a dangerous practice. Even though it is logical to believe that it takes a long time to build a good reputation for service, that reputation can be lost if superior service is not maintained. Remember, bad news always travels fast (Lash, 1989).

To return to the captioned analogy about the gazelle and the lion, marketing is an essential and ongoing process. The job is never done and organizations must not rest on their laurels after realizing some forms of success. Organizations must consistently come up with new ideas, not just a new version of a dog and pony show. The only way this "business" will survive through the 1990's is by considerable marketing involvement, which includes everyone in the organization -- not just management (McQueen, 1989).

Fire Service Involvement In The Political Arena

The taxpayer revolt that swept the country in the 1980's appears to be stronger than ever, even though the nation's economy is showing continued signs of steady growth with low inflation (Bruno, 1994). In California, for example, ballot propositions continue to be introduced that will further place controls on government spending. The latest proposition

passed by the voters in November 1996, Proposition 218, restricted government's use of fees and special districts by the need for a two-thirds voter approval before adoption.

The time is long overdue for fire leadership to speak out and tell the public that tax and spending limits endanger their lives and property. Understaffed fire departments are a menace to everyone's health and safety -- fire fighters as well as the citizens they are supposed to protect (Bruno, 1994).

However, if past performance is any indication, the fire service will stand by in silence and be forced to absorb budget cuts that will further reduce fire fighting staffing and related programs.

Through the history of the United States strong ties have existed between the fire service and politicians. For example, some of the founding fathers, such as George Washington, Thomas Jefferson, and Ben Franklin were associated with volunteer fire companies. For more than 100 years, politics and the fire service were aligned more than one might expect.

For the past sixty years, however, most political activity of the fire service has been directed toward the "politics of employee benefits." This type of political

activity has been characterized by the efforts of the fire service to obtain legislative support to protect the interests of the fire fighters and their dependents through better pension plans and job-related injury compensation protection (Coleman, 1990). Little political work has been done to protect the core functions of a fire department.

Because one rarely hears of any "good" politics, most fire chiefs shy away from politics because of the inherent dangers to their career life. Politics can be seen as just too risky for many. And one should be cautious, after all, how many people what to end their job before they are ready to leave?

According to Chief Ronny Coleman, "the term 'politics' and 'the fire service' are not an inherently evil combination. Politics is nothing more than influence: people working with people (Coleman, 1990, p.16)." Coleman further goes on to state that politics is merely a business of relationships.

The reality of politics is that the people one knows are the people that will help solve one's problems.

Unfortunately, the fire service still does not fully understand the importance of politics. And in most cases, the fire service has not established effective working relationships with political offices at the local level

(Coleman, 1990).

Today, fire fighters can offer much insight into the problems that face our communities and our nation. Whenever there is a crisis, who do people still look to for help? The fire service, because of its ability to handle difficult tasks. No organization in the history of the world has shown more resilience and weathered challenges and adversity more than the fire service (Herber, 1996).

Leadership, planning, financial management and organizational abilities are gained at the firehouse level and could be shared with the political community and community leaders. There is today, more than ever, the need for the fire service to look beyond the firehouse walls and begin to participate in the community and the political process to bring about effective change in the fire service (Christiansen, 1991). Marketing Strategies

It has been said that, "If you don't know where you are going, any road will take you there." The implication is that a business or organization first needs to decide what it wants to accomplish. Next, it must consider carefully which path, in terms of strategies and programs, it should follow to achieve its desired ends (Hennessey/Kopp, 1986).

For the purposes of this research, a target market of a

governing body was selected. Selecting a target market is a decision that influences and often directly determines all of the ensuing decisions regarding types of services or programs that will be initiated. Once a target market has been selected, everything the organization does must be tailored to the wants of the people in these groups.

There are three strategies available once a target market has been selected. They are: Undifferentiated,
Differentiated, and Concentrated.

The Undifferentiated strategy is a single marketing mix that is developed and offered to all of the client groups. A policy emerges after a review of differences among the target groups in which a conclusion is reached that the common needs of the groups are greater than the variations identified. This approach is only effective when the majority of the target market has common service needs.

Often, this strategy emerges by default because of a failure to consider the advantages of target marketing rather than an analytical response to a market group. This approach is also frequently used because of the cost economies, which creates a sterile, unimaginative service that has little appeal to anyone.

The Differentiated strategy develops a range of marketing

mixes, each tailored to a particular target market. This strategy enables an agency to adapt its services to the wants of each selected client group. A Differentiated strategy is likely to be particularly appropriate for those service areas that are relatively discretionary, since wants and desires in these areas may be diverse.

In many respects it is easier to develop services for specific target markets than for a clientele as a whole. By definition, individuals within a single client group are more homogeneous. Hence, their wants are relatively uniform and more easily identifiable.

By following the Differentiated strategy an agency hopes to attain greater impact on each target market. Such an approach tends to elicit greater support and loyalty because offerings are tailored to each target group's desires.

Although a more effective strategy, it is also a more costly endeavor.

If a fire agency lacks sufficient resources to develop a Differentiated strategy, then it may elect to pursue a Concentrated strategy. This means efforts are only focused on one or two client groups, which are deemed the most important or the most responsive. In the case of this research, one body, the elected or appointed body having discretionary

resources, would be the most important and most responsive.

Examples of a concentrated marketing strategy are particularly abundant among governmental programs offered at the federal level. Some notable examples are: antipoverty programs, Manpower, Model Cities, infant care projects, hot meals for seniors, etc. These programs require resources to be concentrated on specifically delineated market targets.

Selecting a strategy choice among Undifferentiated,

Differentiated, or Concentrated may be decided on the basis of whether the dominant criterion is effectiveness, efficiency, or equity. The Concentrated strategy is likely to be the most effective, although it is the least efficient. The Undifferentiated emphasizes efficiency as opposed to effectiveness, and the Differentiated seeks the best of both worlds.

As a general rule, efficiency is achieved via broad scope, and effectiveness is achieved via differentiation. The more differentiated the approach across segments, the more effectiveness will be achieved at the expense of efficiency. Conversely, the less differentiated the approach, the more efficiency will be achieved at the expense of effectiveness (Crompton/Lamb, 1986).

Writing An Effective Marketing Plan

A marketing plan is a written document detailing a product or service's marketing and financial objectives and recommending programs and strategies for achieving those objectives. Marketing plans may be written for a single product or service, or line of products and services, for specific customer markets or geographic areas, or for an entire business unit (Hennessey/Kopp, 1986).

The term marketing plan may easily be misunderstood with the term business plan. By strict definition, a business plan is a larger and more comprehensive planning document.

Business plans typically spend more time addressing topics that are non-marketing in nature. As a general rule, the marketing plan is a separate document even though there may be a significant overlap between business and marketing plans.

A marketing plan will need to include both objectives and tactics necessary for program direction. Objectives clarify the direction to take in reaching the goal by defining targets or benchmarks along the path to attainment. Tactics are specific actions taken by the marketer to achieve the objectives. These actions are selected to be consistent with the strategy developed (Bell, 1982).

One must understand before beginning that developing a marketing plan requires a great deal of time and effort. It

is not for those who have little time to work on long-range projects that require considerable focus and commitment.

There are eight steps that should be covered in writing the marketing plan. They are:

- 1. Completion of a situation analysis. A situation analysis is an internal evaluation process that will reveal the fire department's current position relative to available market areas, products, costs, competition, and technology. A situation analysis should answer the question, "Where do we stand now?"
- 2. Completion of a trend analysis. A trend analysis will identify future conditions in the same areas addressed in the situation analysis. The trend analysis will identify forecasts and assumptions, opportunities and threats, and potential strategic surprises. The trend analysis should answer the question, "What will the future be like for our department?"

 3. Identifying broad strategies. Broad strategies should be developed to respond to both opportunities and threats. Broad strategies identify where the marketing plan is heading.
- 4. <u>Developing an action plan</u>. The action plan is the tactical plan that realizes the strategies identified in step

- 3. The action plan tells how the organization will get there.
- 5. Assignment of responsibilities. The assignment of responsibilities identifies who is going to do what and by what date it is to be completed. It is the assignment of personal responsibilities and deadlines.
- 6. <u>Preparation of a financial plan</u>. The financial plan is a budget that identifies the costs and what the costs cover.
- 7. Monitoring of the program. Monitoring of the program includes collection and analysis of all business data required to monitor the strategies and actions chosen.
- 8. Revisions in strategies and actions. A revision of the strategies and actions will identify if the plan is not on course or if changes in conditions have occurred. If will identify what changes, if any, need to be made.

The marketing plan is known in the private sector as "the keystone of business planning (Rausch, 1982)." It is deemed to be an essential portion of the overall business strategy. Fire officers would also do well in adopting such a plan and integrating it into its business plan.

PROCEDURES

Research Methodology

The desired outcome of this research was to determine if

there were compelling reasons for a fire department to consider embarking upon a marketing program directed towards their governing body. The research was historical in that a literature review was conducted to analyze existing opinions and conclusions as to the effectiveness of marketing a fire department's services. The data gathered was based on both private sector and fire department case studies, experience, and advice of fire officials and authors of available printed materials.

The research was action research in that the information gathered through historical research was applied to the actual, real-world situations and decision practices that fire officials routinely use. Data was gathered from the full spectrum of business and fire department literature available at the Learning Resource Center, National Fire Academy. The literature was written by American management, business, and fire department professionals relative to the subject researched, and, therefore, provided a reasonable degree of accuracy. The compilation of data was analyzed and used as a basis to formulate recommendations as outlined in the respective section of this document.

Assumptions and Limitations

Assumed: Only knowledgeable individuals experienced in

the subjects of marketing, business, and government administration were the authors of the written materials that were used in the research, and that these same individuals were honest and unbiased in their research and opinions.

<u>Limitations</u>: The research materials analyzed were not necessarily representative of all members of the American business, marketing, and fire service since a survey instrument was not used in the research.

RESULTS

At the outset of this research project four specific research questions were identified. The following answers to the identified questions were developed as a result of the research completed and are presented in turn.

1. Are there compelling reasons for marketing a fire department's services?

Without exception, in the private sector, a marketing plan is an essential element to the overall business strategy. The simplest explanation for its prominent position is because of the basic business belief that "nothing happens until a sale is made." Businesses also believe that without a product or service to merchandise, a business has no reason to exist (Rausch, 1982). Although not as profound in the fire service, contemporary fire officials believe that marketing of

services should also be part of the department's strategy and incorporated into their business plan. Fire officials of today see marketing as an essential tool for survival in a highly competitive market of limited resources.

2. Should a fire department participate in the political arena?

Throughout the history of the fire service in the United States strong ties have existed between the fire service and the political policy makers. Unfortunately, most of the work in the political arena for the past sixty years has been focused on the politics of employee benefits. Today, fire officials believe

it is necessary to be integrated into the political process to bring about effective change for organizational and public safety reasons.

3. What strategies are available to market to a target audience?

There are three recognized strategies available once a target market has been selected. The three are the Undifferentiated, the Differentiated, and the Concentrated. The Concentrated strategy is recommended for selected target markets such as a governing body simply because it is determined to be more effective because of its focus. Although the Undifferentiated and the Differentiated are

optional strategies, neither are as effective as the Concentrated model for fire service purposes.

4. What are the steps to writing an effective marketing plan?

There are eight recognized steps to writing a marketing plan

that were identified in the literature review. They are:

- 1) Completing a situational analysis (Where do we stand now?)
- 2) Completing a trend analysis (What will the future be like for our service?)
 - 3) Identifying broad strategies (Where should we be heading?)
- 4) Developing an action plan (How can we get there?)
- 5) Assignment of responsibilities (Who is going to do it, and when?)
- 6) Preparation of a financial plan (How much will tost and what do these costs cover?)
- 7) Monitoring of the program (What are the results?)
 - 8) Revisions in the strategies and actions (What changes need to be made?)

Building a marketing plan that follows these eight steps will lead a fire department through the logical process of developing a successful marketing program.

DISCUSSION

For the past several years fire departments have struggled with reductions in allocations of financial resources. Departments have faced everything from staffing reductions to entire programs being eliminated. Essential maintenance is being deferred for both apparatus and equipment, and the future does not appear to be showing any signs of letting up. All the while this is occurring police departments seem to be getting everything fire departments are losing -- staffing, programs, equipment, etc.

Fire officials have been saying for the past few years that fire departments need to be marketing their services to the community. They have identified marketing as a means of survival for the future. Many fire departments have taken heed and have embarked on developing a program.

Unfortunately, there was little found in the literature review that quantified how successful these ventures have been, if at all.

This research project explored the possibility of marketing a fire department to a governing body such as a city council. The research material consistently encouraged fire departments to begin a marketing program as soon as it can be accomplished, but the program proposals researched identified

marketing the services to the citizens only. Research could not be found on marketing to a governing body.

Reflecting on the research materials, there is no question as to the importance of marketing a fire department. The question arises, though, about who a department markets to. If a fire department is marketing for the purpose of obtaining a greater allocation of funding at budget time, then who has control of the allocations? Is it the public we serve, or is it our respective governing bodies? It is our governing bodies.

Certainly, our citizens play a role in influencing our governing officials, but to what degree? How many citizens will pack a council meeting and stand at the podium and tell their elected officials to spend more of their tax dollars on their fire department? One must be realistic, it is not that people do not care, it is just that people are too busy these days to take any more time from their day or evening to attend a meeting. The only exceptions to this case may be in very small communities.

The implications for not marketing will enable more of the status quo, or worse yet, further reductions. The implication for initiating a marketing program has the potential for effecting positive change. The implication for

marketing to a governing body has the potential to effect, possibly, even a greater positive change.

RECOMMENDATIONS

The results of the analysis of the literature reviewed for this research project supported conclusively that fire departments should embark upon a marketing program. Further, the literature reviewed also recommended that fire officials participate in the political arena for the purposes of improving the fire service for their communities rather than just for employee benefits. Based on the foregoing, the following is recommended as a product of this research:

- 1. Fire departments should develop a marketing program that is directed to both their citizens and their governing body if their objective is to increase budget allocations.
- 2. Fire officials should participate in the political arena to bring about effective change to better their respective organizations and provide a better public service.

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